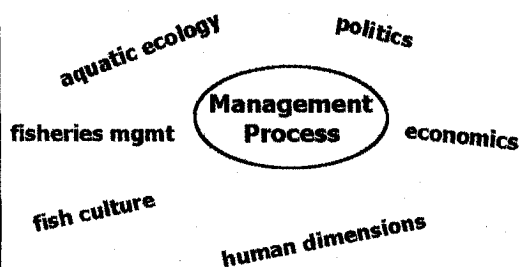


Public Participation in Fisheries Management

What is it? Why is it important?
How does it work?



The Management Environment



Why use Citizen Participation?

Relevance to stakeholders

- Impacts perceived by local communities
- Management actions can have observable effects
- Social norms and networks exist
- Participants have stake in the issue *and* in the community
- Agency image and credibility



Citizen Participation: Two Viewpoints

A means to an end:

- Resolution of an important issue
- Incorporation of public input into a resource management decision
- Reach consensus or agreement among stakeholders
- Reinforce decisions already made

An educational process:

- Increase people's understanding of how management decisions are made and their ability to participate effectively
- Increase people's understanding of the system being managed
- Involve citizens in making value judgments about viable alternatives for management



Components of an Educational Process:

1. Analyze historical context and situation specific factors
2. Understand data about species biology and management and the range of public opinion
3. Inform people about the status of populations and risks/benefits of different levels of abundance
4. Educational outcomes:
 - a. Increased knowledge about species biology and management
 - b. Improved image and credibility of biologists and managers working with the agency
 - c. Increased appreciation of the complexity of the decision-making process



Potential Agency Benefits

- Increased effectiveness of management
- Greater credibility and legitimacy
- Enhanced knowledge of stakeholders
- Increased trust
- Reduced enforcement expenditures
- Increased public awareness

(Borrini-Feyerabend 1996, Pinkerton 1989)



Possible Stakeholders

- State and federal management agencies
- Local governments
- NGOs
- Local grassroots groups
- Business associations
- Others



Co-management

"a partnership in which governmental agencies, local communities and resource users, non-governmental organizations and other stake-holders negotiate, as appropriate to each context, the authority and responsibility for the management of a specific territory or a set of resources"

-- World Conservation Congress 1996



Challenges of CP Approaches

- Time and resources
- Changing roles for agencies and stakeholders
 - Institutional barriers
 - Community capacity
- Problem identification and data interpretation
- Policy constraints



Developing the Framework for a Citizen Participation Process

Step 1: Understanding the situation

Step 2: Defining agency objectives

Step 3: Selecting a general approach

Step 4: Designing a specific strategy



1. Understanding the (background) situation

- A need to revise Lake Ontario Fish Community Objectives between NYSDEC and OMNR under the aegis of the Lake Ontario Committee of the GLFC, within which the stocking issue is addressed.
- Expiration of a 5-year moratorium on changing stocking levels.
- "Recovery"/"Decline"? "Resiliency" of the alewife population?
- "Healthy" fish, but smaller and lower catch rates
- Questions/comments/concerns/rumblings from the angling community on revisiting the stocking issue for Lake Ontario.
- A need to develop a generalized, integrated participation process to address this situation that is both effective and acceptable to NYSDEC and to the public.



2. Define the management context:

a. What is the topic or broader issue?

Broad issue: the development of revised fish community objectives including the stocking issue.

b. Does the agency have the authority (or ability?) to implement changes that may appear desirable as a result of public input?

Facilitated discussion/brainstorming session:

Ecosystem components with which NYSDEC is able to control, has limited control and has no control.



Ecosystem components that NYSDEC is able to control and the magnitude and direction of control:

Under control of agencies:

- * stocking ¶¶
- * natural reproduction: lake trout (viability) and Atlantic salmon (feasibility) ¶¶
- * net pen rearing/release ¶
- * commercial fishing ¶
- * hatchery practices: (sizes @ stocking, numbers and location ¶ stocked)
- * barge stocking ¶
- * tributary versus lake importance to fisheries ¶
- * relative roles of salmonid species as management tools ¶
- * steelhead status and limits ¶



Ecosystem components of which NYSDEC has limited or no control:

limited control:

- | | |
|----------------------------------|--|
| aquatic nuisance species | sea lamprey control |
| nearshore phosphorus issues | angler preferences |
| cormorants | water levels |
| contaminants | lower food web changes |
| water quality | fish health |
| prey fish abundance | native species restoration |
| fish habitat restoration efforts | American eel status |
| law enforcement | public interest/process |
| new fishing opportunities | commercial sale of fish/fishparts/eggs |

no control:

- | | |
|-------------------------------|--------------------------|
| NYSDEC staffing | botulism in Lake Ontario |
| lead sinker legislation | demographics |
| Bay of Quinte walleye decline | economics |
| ecosystem changes | |



3. Define stakeholder groups

Who are the key stakeholders?

What are the most important impacts for each group?

Facilitated session: list of stakeholders

NYSDEC staff: Fisheries and Division of Water USFWS USGS OMNR GLFC DOH
NYSG Coast Guard LaMP RAPs

Stakeholder groups:

- charterboat industry LOC derby (LOSPEC) Unaffiliated anglers
County tourism Chambers of commerce State and federal legislators
Utilities Bait/tackle shop owners Tackle manufacturers Bait harvesters
Commercial netters River guides Various shoreline associations
Shoreline property owners Shoreline counties and towns Marina operators
PETA Great Lakes United Audubon Native Americans
Lake Ontario Fisheries Coalition County Fisheries Advisory boards
Conservation Council/CFAB/county federations
Organized recreational anglers (incomplete list): NRAA LOTSA ROTSA
LOSA LOCA PCU TU NY Bass Federation Bassmasters
Genesee Charterboat Association Ontario Federation of Anglers and Hunters



4. Defining agency objectives


Improving the management environment?

Providing input for decisions (define and discuss impacts of concern)?

Helping to make decisions?

Helping to implement management actions?

Objectives of a public participation process for Lake Ontario:

1. *To solicit broad-based public input for determining the long-term (5 year) future of the Lake Ontario fisheries, ecology and ecosystem.*
 2. *To build trust and enhance the credibility for fisheries management agencies.*
 3. *To design a process that builds shared stewardship and accountability.*
-  Identify desirable fisheries management outcomes.

5. Selecting a general approach: picking the model

Define level of co-management or shared decision-making

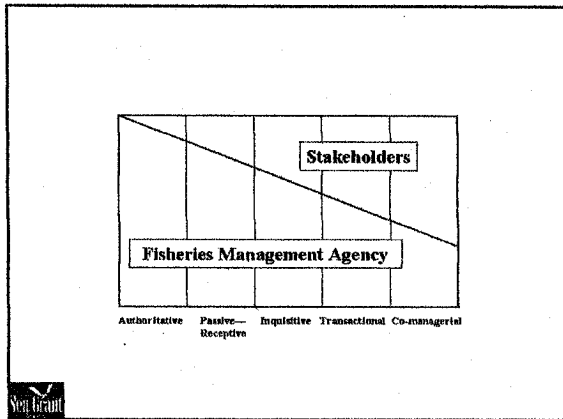
Designing a specific strategy

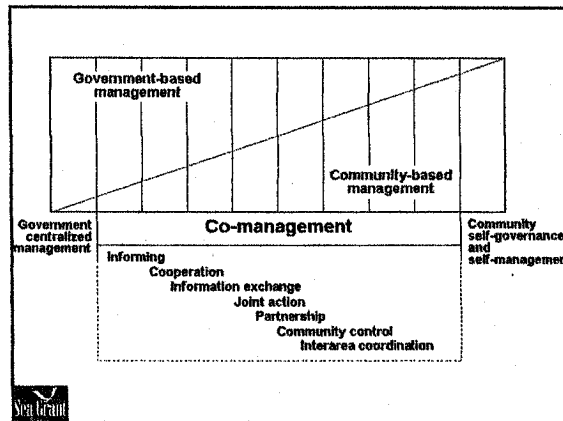


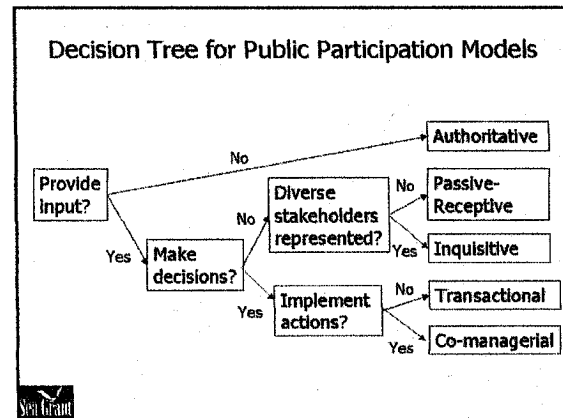
Types of Citizen Participation Models and their Characteristics

- **Authoritative**
- **Passive-receptive**
- **Inquisitive Approach**
- **Transactional**
- **Co-managerial**









1. Authoritative approach

- Objectives: improve management climate.
- Uses no formal public participation approach.
- Managers are technical experts and decision makers.
- Managers use their own expertise plus informal, unsolicited comments from stakeholders.
- Education through presentations, prepared written materials, web pages.
- Participants are targeted groups or general public.
- Most appropriate when conflict over an issue is low and agency has non-controversial and established approach to damage management.
- Process under agency control.



2. Passive-receptive approach

- Objectives: improve management climate and gain input from stakeholders.
- Managers are receptive to public input: beliefs, attitudes, values and experiences.
- Use no public meetings beyond those that are legally required.
- Citizen participants are those who take the initiative to contact agency.
- Burden is on stakeholders to provide input.
- Citizen input from unsolicited comments by telephone, mail, e-mail.
- Most appropriate in issues where public interest and conflict are low and numbers and types of affected stakeholders are few and easily identified.
- Most applicable in early stages of emergent fish and wildlife problems.
- Process under agency control.



3. Inquisitive approach

- Objectives: solicit stakeholder input, improve management climate.
- Managers assume that different stakeholder perspectives will be essential in management decisions.
- Managers get information from stakeholders through scientific inquiry.
- Uses public meetings, surveys, focus groups.
- Citizen participants may be the general public, selected representatives, individuals or groups.
- Most appropriate when conflict is moderate and managers want to understand stakeholder perspectives.
- Requires greater commitment of agency resources than previous approaches.
- Process under agency control.



4. Transactional approach

- Objectives: solicit stakeholder input, evaluate this input and improve management climate.
 - Citizen participants may be representatives, selected groups or individuals.
 - Citizen task forces, Multiple stakeholder groups.
 - Groups differ in values and/or how they are impacted (conflicting perspectives).
 - Stakeholders determine by deliberation the relative importance of stakes and balance of impacts are reflected in management objectives.
 - Allows diverse stakeholders to reach agreement about appropriate management actions.
 - Managers may delegate decisions within bounds or may retain power to accept or reject stakeholder recommendations.
- Control shared by agency and stakeholders.



5. Co-managerial approach

- Objectives: solicit stakeholder input, evaluate this input, improve management climate and obtain public help with implementation.
- Trends suggest a further evolution of this model:
 - Continued growth of human wildlife problems (community specific).
 - Greater public expectations for tailored solution for communities.
 - Continued limitations on agency funds and personnel.
- Citizen participants may be all citizens, representatives, groups or individuals.
- Two or more stakeholder groups are involved in multiple stages of the collaborative management process.
- Stakeholder engagement is basis of this model.
- Requires high level effort from managers:
 - Extensive stakeholder training.
 - Management of the process.
 - Collaboration to develop guidelines, standards, criteria, and requirements for community management efforts.
- Not necessary in every situation.
- Most applicable when managers are seeking assistance with control shared by agency and stakeholders.

